

Message Text

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E.O. 11652: GDS 12/31/82

TAGS: PFOR, NATO

SUBJECT: SURVIVABILITY OF THE NATO HEADQUARTERS - COUNCIL MEETING

REF: A. STATE 37314 NOTAL B.USNATO 1019 NOTAL

SUMMARY: COUNCIL CONSIDERED COEC REPORT ON SURVIVABILITY OF NATO HQ DURING MEETING FEB 27. AS DISCUSSED REF B, US INTRODUCED PROPOSAL FOR ESTABLISHMENT OF HIGHLEVEL AD HOC COMMITTEE CHAIRED BY DSYG PANSA TO CONSIDER VARIOUS RELOCATION OPTIONS. COUNCIL AGREED TO THIS APPROACH AND SYG SET JULY 1 AS REPORTING DATE. END SUMMARY.

1. SYG LUNS SUMMARIZED COEC REPORT C-M'73)106, DESCRIBING IT AS "COMPREHENSIVE AND WIDE RANGING". IN PARTICULAR, HE CALLED ATTENTION TO PARA 33 OF THE REPORT, WHEREIN REFERENCE IS MADE TO MINISTERS HAVING NOTED AT THE JUNE 1973 DPC THAT NO PROGRESS HAS BEEN MADE IN PROVIDING FOR THE SURVIVABILITY OF NATO HEADQUARTERS AND THAT THIS REQUIREMENT REMAINS. CHAIRMAN OF THE MILITARY COMMITTEE (STEINHOFF) REPORTED
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THAT THE MILITARY COMMITTEE ENDORSED THE CONCLUSIONS AND RECOMMENDATIONS OF THE REPORT AND NOTED THAT PROTECTION AT EVERE, IF POLITICALLY ACCEPTABLE, IS ONE MEANS OF PROVIDING FOR THE CONTINUITY OF ESSENTIAL OPERATIONS BY THE

COUNCIL. HE MADE REFERENCE TO THE LEVEL OF PROTECTION DESIRED AND THE NEED FOR A TECHNICAL EVALUATION OF THAT LEVEL CONSIDERING COST.

2. US (RUMSFELD) THEN MADE THE FOLLOWING STATEMENT:

QUOTE:

THANK YOU FOR YOUR VERY USEFUL SUMMARY AND THAT OF THE CHAIRMAN OF THE MILITARY COMMITTEE AS WELL.

THE UNITED STATES AGREES THAT PROVISION MUST BE MADE FOR THE CONTINUITY OF THE ESSENTIAL FUNCTIONS OF THE COUNCIL, THE DPC, AND THE MILITARY COMMITTEE IN TIMES OF TENSION, CRISIS, OR HOSTILITIES.

HOWEVER, THE WAY WE PROVIDE FOR THE CONTINUITY OF THESE FUNCTIONS IS THE CENTRAL ISSUE TO WHICH WE HAVE TO ADDRESS OURSELVES.

WE ALSO FULLY AGREE WITH THE NECESSITY OF REMAINING AT EVERE FOR AS LONG AS POSSIBLE DURING A CRISIS; THAT IS RECOGNIZED AND APPRECIATED. WE ALSO AGREE WITH THE DESIRABILITY OF REMAINING IN EUROPE AS LONG AS POSSIBLE.

ONE FACTOR TO CONSIDER IS COST. BASED ON THE EXPECTED PRICE TAG OF SHAPE'S HARDENED WAR HEADQUARTERS, A CONSERVATIVE ESTIMATE FOR A SIMILAR ARRANGEMENT HERE, I AM TOLD, IS 18 MILLION DOLLARS. IN VIEW OF THE FACT THAT INFRASTRUCTURE FUNDING IS VERY TIGHT AND IN VIEW OF OUR MANY UNSATISFIED MILITARY DEMANDS FOR FUNDING, THE UNITED STATES FEELS WE SHOULD NOT EVEN CONSIDER HARDENING AT EVERE WHEN WE HAVE HIGHER PRIORITY ITEMS THAT COULD ADD TO OUR READINESS AND DETERRENT POSTURE. THEREFORE, WE FEEL THAT EVEN THE FEASIBILITY STUDY IS NOT A WORTHWHILE EXPENDITURE OF SCARCE FUNDS.

TURNING TO THE REPORT PREPARED BY THE COUNCIL OPERATIONS AND EXERCISE COMMITTEE, YOU WILL NOTE THAT THE UNITED STATES HAS
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INCLUDED A STATEMENT THAT REFLECTED OUR PREVIOUS VIEWS. THE STATEMENT DOES NOT, TODAY, ACCURATELY REFLECT THE US POSITION IN SEVERAL RESPECTS. WE'VE MADE AN EXTENSIVE STUDY AND HAVE BEEN PERSUADED BY COMMENTS MADE BY OTHER DELEGATIONS. ACCORDINGLY, I NOW MAKE THE FOLLOWING RECOMMENDATIONS:

1. THAT A HIGH-LEVEL AD HOC COMMITTEE OF DEPUTY PERMANENT REPRESENTATIVES BE FORMED TO EXAMINE CERTAIN OPTIONS IN PROVIDING FOR THE CONTINUITY OF THE ESSENTIAL FUNCTIONS OF THE COUNCIL AND MILITARY COMMITTEE.

2. THAT THIS AD HOC COMMITTEE BE CHAIRED BY THE DEPUTY SECRETARY GENERAL, MR. PANSA, AND HAVE ADVISORY REPRESENTATION

FROM THE COUNCIL OPERATIONS, INFRASTRUCTURE, POLITICAL, AND
PUBLIC AFFAIRS AREAS AS WELL AS THE IMS.

3. THAT THIS COMMITTEE FOCUS ON THE NUMEROUS RELOCATION
OPTIONS OTHER THAN HARDENING AT EVERE. I WOULD OFFER, ON AN
ILLUSTRATIVE BASIS, ONE OR MORE OF THE FOLLOWING OPTIONS AS
POSSIBLE SOLUTIONS AND FOR CONSIDERATION BY SUCH AN AD HOC
COMMITTEE:

FIRST- AN ALTERNATE COUNCIL AND MILITARY COMMITTEE COULD
BE FORMED ON A STANBY CONTINGENCY BASIS OF THE DEPUTY SECRETARY
GENERAL, THE DEPUTY PERMANENT REPRESENTATIVES, THE DEPUTY CHAIRMAN
OF THE MILITARY COMMITTEE, AND THE DEPUTY MILITARY REPRESENTATIVES.
IN TIME OF CRISIS, THIS ALTERNATE GROUP COULD RELOCATE TO AN
EXISTING SITE IN BELGIUM OR THE NETHERLANDS. IT COULD ASSUME FULL
RESPONSIBILITIES ON A TEMPORARY BASIS WHEN DIRECTED BY THE COUNCIL
AND IF EVERE WERE NO LONGER CAPABLE OF FUNCTIONING AS HEADQUARTERS.
PRIMARY PERMANENT REPRESENTATIVES AND MILITARY COMMITTEE MEMBERS
COULD THEN JOIN THE ALTERNATE SITE LATER AND ASSUME CONTROL.
SUCH AN OPTION WOULD REQUIRE:

(1) PRE-SELECTION OF VARIOUS SITES, SUCH AS CHATEAUX OR EVEN
HOTELS, ONE OF WHICH WOULD BE CHOSEN AT THE LAST MINUTE AS CIRCUM-
STANCES DICTATE.

(2) MOBILE COMMUNICATIONS FACILITIES ASHORE OR, POSSIBLY,
AFLOAT IF SITES INCLUDED A COASTAL LOCATION. MOBILE COMMUNICATIONS
VANS, WHICH COULD ALSO CARRY BASIC DOCUMENTS AND ESSENTIAL FILES,
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WOULD REPRESENT THE ONLY SIGNIFICANT EXPENSE OF THIS OPTION. IN
THIS CONNECTION, WE NOTE THAT SHAPE HAS A MOBILE COMMUNICATIONS CA-
PABILITY. IT MAY BE POSSIBLE TO MAKE PROVISIONS WITH SACEUR TO
SHARE THIS CAPABILITY. IT MIGHT BE NECESSARY TO PROVIDE SACEUR
WITH A SOMEWHAT INCREASED CAPABILITY TO SUPPORT OUR NEEDS AS WELL.

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(3) PROVISION FOR TRANSPORTING THE ALTERNATE COUNCIL, MILITARY COMMITTEE AND ESSENTIAL SUPPORTING STAFF TO THE DESIGNATED SITE.

(4) PRE-STOCKED PROVISIONS AND SUPPLIES AT EACH POSSIBLE PRE-SELECTED SITE.

A SECOND OPTION - AS A VARIANT OF THE OPTION DESCRIBED ABOVE, AND IF THE SITUATION WARRANTED, WE COULD ALSO CONSIDER RELOCATING THE ALTERNATE COUNCIL AND MILITARY COMMITTEE TO THE UNITED KINGDOM OR NORTH AMERICA. THE DEPUTIES WOULD BE ABLE, AT THE DIRECTION OF THE COUNCIL, TO PICK UP THE ESSENTIAL FUNCTIONS FOR A PERIOD WITHOUT THE ADVERSE MORALE IMPACT OF THE COUNCIL OR MILITARY COMMITTEE PROPER LEAVING THE CONTINENT TOO EARLY.

THIRD - UNDER A THIRD OPTION, EARLY IN A CRISIS, PREVIOUSLY DESIGNATED NATO AMBASSADORS AND DEFENSE ATTACHES IN A NATO CAPITAL COULD BEGIN PREPARATIONS TO ASSUME THE ROLES OF A STANDBY COUNCIL AND MILITARY COMMITTEE. THIS, IN EFFECT, WOULD AMOUNT TO DESIGNATING A REDUNDANT SYSTEM THAT WOULD HAVE NO POWER AT A GIVEN TIME BUT WOULD BE PREPARED TO ASSUME IT. IF IT BECAME IMPRACTICAL TO
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REMAIN AT EVERE, THE COUNCIL ITSELF, WITH THE MILITARY COMMITTEE, AND ESSENTIAL STAFFS WOULD RELOCATE TEMPORILY TO SHAPE WAR HEADQUARTERS (A SKELETON STAFF MAY HAVE PRECEDED THIS MOVE). THE STANDBY REDUNDANT COUNCIL AND SIMILARILY STANDBY REDUNDANT MILITARY COMMITTEE COULD MONITOR THE SITUATION IN "SHADOW" CAPACITIES WHILE THE COUNCIL AND MILITARY COMMITTEE CONTINUE TO FUNCTION IN THEIR TEMPORARY LOCATION AT SHAPE. IF THE CRISIS ESCALATES, THE COUNCIL, MILITARY COMMITTEE AND STAFFS MIGHT AT SOME POINT DECIDE TO RELOCATE TO A PERMANENT SITE FOR THE DURATION. THE PERMANENT DESIGNATED SITE MAY BE IN THE SAME LOCATION AS THE STANDBY REDUNDANT COUNCIL, OR SOME OTHER PREVIOUSLY DESIGNATED LOCATION. HOWEVER, THE STANDBY REDUNDANT COUNCIL WOULD BE IN CHARGE DURING RELOCATION SHIFTS AND/OR IF THE COUNCIL OR MILITARY COMMITTEE WERE OTHERWISE UNABLE TO FUNCTION. THIS OPTION WOULD REQUIRE:

(1) POSSIBLY PROVISION FOR SOME ENLARGEMENT OF PLANNED SHAPE HARDENED WAR HEADQUARTERS. HOWEVER, THIS EXPENSE WOULD BE CONSIDERABLY LESS THAN STARTING FROM SCRATCH AT EVERE.

(2) DESIGNATION OF A NATO CAPITAL IN WHICH THE STANDBY

REDUNDANT COUNCIL WOULD FUNCTION.

(3) DESIGNATION OF A NATO CAPITAL IN WHICH THE COUNCIL WOULD BE ESTABLISHED IN THE EVENT THE COUNCIL DECIDED THAT THE MILITARY SITUATION REQUIRED RELOCATION.

LET ME EMPHASIZE THAT THESE OPTIONS I HAVE TABLED ARE SIMPLY EXAMPLES OF SOLUTIONS THAT, IN MY VIEW, WARRANT EXAMINATION, OR RE-EXAMINATION (AS I UNDERSTAND SOME MAY ALREADY HAVE BEEN CONSIDERED), BY A HIGH LEVEL AD HOC COMMITTEE WITH BROAD REPRESENTATION.

MR. CHAIRMAN, THE UNITED STATES FULLY AGREES FIRST, THAT ANY ALTERNATIVE TO THE COUNCIL FUNCTIONING AT EVERE IS LESS DESIRABLE, AND SECOND, THAT THE ESSENTIAL FUNCTIONS OF NATO HEADQUARTERS SHOULD CONTINUE IN EUROPE AS LONG AS POSSIBLE. OUR OPPOSITION TO AN EXPENSIVE HARDENING OF THE EVERE SITE INVOLVES PRACTICAL AND FINANCIAL CONSIDERATIONS. THE ALTERNATIVES I HAVE PUT FORWARD, AND POSSIBLY OTHER ALTERNATIVES A HIGH LEVEL AD HOC COMMITTEE MIGHT COME UP WITH, WE FEEL SEEM MORE ATTRACTIVE
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AND WORTH MORE INTENSIVE STUDY. UNQUOTE.

3. FOLLOWING THE STATEMENT, LUNS EMPHASIZED THE US CHANGE OF POSITION WITH RESPECT TO PARA 36(A)(I) OF THE REPORT, THAT IS, THAT THE US NOW CONSIDERS RELOCATION TO BE A DESIRABLE ALTERNATIVE WORTHY OF MORE STUDY. THE NETHERLANDS REP (HARTOGH) EXPRESSED DISAPPOINTMENT IN US POSITION, FEELING THAT NEW HIGH-LEVEL AD HOC COMMITTEE WOULD PROBABLY COME TO SAME CONCLUSIONS AS DID COEC. HE NOTED THAT RELOCATION ALTERNATIVES HAVE BEEN STUDIED, AS HAS BEEN POSSIBILITY OF COLLOCATION WITH SHAPE, AND NEITHER WERE FOUND ACCEPTABLE. HE WENT ON TO SAY, IN REFERENCE TO US OBJECTION TO HIGH COSTS OF HARDENING, THAT COORDINATION IN CONSTRUCTING HARDENED NATO HQ WITH NICSMA AT EVERE WOULD REDUCE COSTS WELL BELOW 18 MILLION DOLLAR US ESTIMATE. LUNS POINTED OUT THAT NICSMA INSTALLATION AT EVERE HAS NOT BEEN APPROVED. HARTOGH AGREED TO STUDY BY HIGH-LEVEL AD HOC GROUP BUT ASKED FOR A FIXED COMPLETION DATE.

4. BELGIAN REP (VAN ROEY) FULLY SUPPORTED COEC REPORT AND FELT THAT A FEASIBILITY STUDY OF HARDENING AT EVERE SHOULD BE UNDERTAKEN AND THAT COLLOCATION WITH NICSMA OFFERED REAL SAVINGS. UK (PECK) WELCOMED US POSITION THAT COUNCIL SHOULD STAY IN EUROPE DURING CRISIS AS LONG AS POSSIBLE AND INDICATED THAT UK WOULD ACCEPT HIGH-LEVEL AD HOC COMMITTEE TAKING ANOTHER LOOK AT RELOCATION OPTIONS.

5. LUNS THEN ANNOUNCED THAT HIGH-LEVEL AD HOC COMMITTEE (PANSA GROUP) WAS ESTABLISHED AND FIXED JULY 1 AS REPORTING DATE.

6. COMMENT: MISSION FEELS THAT HIGH-LEVEL AD HOC COMMITTEE WILL PROVIDE FRESH VIEWPOINTS ON THIS DIFFICULT ISSUE AND RELOCATION ALTERNATIVES MAY YET WIN FAVOR AMONG SOME WHO SUPPORTED COEC REPORT. HOWEVER, CERTAIN DELEGATIONS, SUCH AS BELGIUM AND THE NETHERLANDS, ARE EXPECTED TO REMAIN FIRMLY COMMITTED TO HARDENING AT EVERE EITHER IN CONJUNCTION WITH PROPOSED NICSMA SITE OR BY UNDERGROUND EXTENSION TO PRESENT NATO HQ BUILDING.

7. AFTER MEETING FRENCH MILITARY COUNSELOR COLONEL BRESARD TOLD MISOFF THAT AMBASSADOR DE ROSE HELD SAME
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VIEW AS HARTOGH, I.E., THAT HE HAD DIFFICULTY WITH IDEA OF RELOCATING TO A MILITARY HQ, BUT COULD AGREE TO NEW COMMITTEE TO STUDY PROBLEM. RUMSFELD

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